AMENDED IN SENATE JULY 7, 1998 AMENDED IN ASSEMBLY APRIL 2, 1998

CALIFORNIA LEGISLATURE—1997-98 REGULAR SESSION

ASSEMBLY BILL

No. 1986

Introduced by Assembly Member Keeley

February 17, 1998

An act relating to the Pajaro River Watershed Flood Prevention Authority.

LEGISLATIVE COUNSEL'S DIGEST

AB 1986, as amended, Keeley. Pajaro River Watershed Flood Prevention Authority Act.

(1) Existing law authorizes specified entities to provide flood control benefits.

This bill would enact the Pajaro River Watershed Flood grant specified Authority Act, which would Prevention powers to the Pajaro River Watershed Flood Prevention Authority, as created by a specified joint powers agreement. The bill would require specified local agencies within the River Watershed, and authorize Watsonville, to enter into a joint powers agreement that is subject to the provisions of the bill, thereby imposing a state-mandated local program on those specified agencies. The bill would require the membership, boundaries, purposes, and governance of the authority to be set forth in that agreement. The bill would declare that it is the intent of the Legislature that require the authority to consist of AB 1986 — 2 —

specified public agencies, and other local agencies that are designated by the authority, and. In addition, the bill would declare that it is the intent of the Legislature that one representative of a geographic area within the Pajaro River Watershed from each of the participating agencies serve on the board of the authority. The bill would authorize the authority to undertake flood prevention and control projects within the boundaries of the Pajaro River Watershed, as prescribed. The bill would authorize the authority to levy and collect assessments nd and special taxes and to sell bonds in accordance with prescribed procedures. The bill would define terms and prescribe related matters.

(2) The California Constitution requires the reimburse local agencies and school districts for certain costs provisions Statutory mandated by the state. establish procedures for making that reimbursement, including the creation of a State Mandates Claims Fund to pay the costs of mandates that do not exceed \$1,000,000 statewide and other procedures for claims whose statewide \$1,000,000.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to these statutory provisions.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.

The people of the State of California do enact as follows:

- 1 SECTION 1. The Legislature hereby finds and 2 declares all of the following:
- 3 (a) The Pajaro River Watershed consists of more than
- 1,400 square miles of land. Much of the watershed is prime
- 5 agricultural and rangeland, providing a strong base for
- 5 the region's economy. Much of the land within the
- 7 watershed provides housing, employment, recreation,
- 8 and education opportunities for central coast residents
- 9 and visitors from throughout the state, nation, and world.
- 10 (b) The Pajaro River Watershed includes portions of
 - 1 San Benito, Santa Clara, Santa Cruz, and Monterey

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Counties, and each of those counties is concerned about the ability of its communities to sustain a high quality of with regard to agriculture, housing, commerce. education, and environmental protection.

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- (c) The Pajaro River Watershed includes numerous streams, creeks, rivers, wetlands, and estuaries that form the natural drainage system that directs rainwater to the ocean. The Pajaro River Watershed also numerous manmade water collection, drainage, 10 water disposal projects and systems that also direct rainwater to the ocean.
- (d) The Pajaro River Watershed includes millions of 13 square feet of impervious surfaces, such as roads, parking homes, commercial and agricultural structures, schools and playgrounds, all of which reduce the amount 16 of natural groundwater recharge that would otherwise be available to reduce rainwater runoff.
- (e) The Pajaro River Watershed includes flood control 19 structures, such as the Pajaro River levee system, that were designed and constructed, in most cases, nearly 50 years ago. Those flood control structures are now proving to be inadequate to protect the area's agricultural lands, commercial, residential, and public sector buildings, and environmental resources.
- (f) The storms in the 1980's and 1990's have 26 demonstrated that no jurisdiction within the Pajaro River Watershed has fully mitigated the impact of new construction on the existing drainage and flood control system.
- local, (g) The lack of a intergovernmental, cooperative governance structure for the Pajaro River Watershed prevents a systematic, rational, cost-effective program of flood control and watershed management 34 from being identified, funded, and implemented.
- (h) It is the intent of the Legislature, through the 35 36 enactment of this act, to provide the leadership necessary 37 to enable the local governments and local residents of the 38 Pajaro River Watershed to exercise appropriate powers to ensure that the human, economic, and environmental resources of the watershed are preserved, protected, and

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enhanced in terms of watershed management and flood protection. 3 SEC. 2. This section shall be known and may be cited Paiaro River Watershed Flood Prevention 4 the 5 Authority Act. It is intended to supplement the Water Code and reads as follows: 7 8 PAJARO RIVER WATERSHED FLOOD 9 PREVENTION AUTHORITY ACT 10 11 PART 1. INTRODUCTORY PROVISIONS 12 CHAPTER 1. SHORT TITLE 13 14 15 101. This act shall be known and may be cited as the Pajaro River Watershed Flood Prevention Authority Act. 16 17 18 CHAPTER 2. GENERAL PROVISIONS 19 20 201. (a) The need for coordinated planning, and the implementation of strategies, for flood prevention and 21 control within the Pajaro River Watershed, and for the protection of public and private property from those 24 waters may appropriately lead to the creation of the 25 Pajaro River Watershed Flood Prevention Authority. (b) The purpose of the Pajaro River Watershed Flood 26 27 Prevention Authority is to identify, evaluate, fund, and 28 implement flood prevention and control strategies in the Paiaro River Watershed. intergovernmental, on an 30 cooperative basis. 31 32 CHAPTER 3. DEFINITIONS 33 34 "Agreement" means the joint powers agreement 301. 35 under which the Pajaro River Watershed 36 Prevention Authority is formed, and any subsequent amendments to it. 37 "Authority" means the Pajaro River Watershed 38 39 Flood Prevention Authority.

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303. "Board" means the board of directors of the 1 authority, as established pursuant to the agreement.

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- 304. "Incidental expenses" includes all of the following:
- (a) The cost of planning and designing projects pursuant to this act, including the costs of environmental evaluations and mitigation for those projects.
- costs associated with the creation administration of any financing arrangement authorized by this act, including, but not limited to, the costs of 10 creating or modifying assessment or special tax districts, the costs of collecting assessments and special taxes, and costs arising from the issuance and administration of any bonds issued under this act.
- (c) Any other expenses incidental to the construction, 16 completion, inspection, financing, or refinancing of any authorized project, including relocation costs.
 - "Local agency" means any local public entity.
 - "Pajaro River Watershed" means the watershed 306. area of the Pajaro River and its tributaries as described in the General Map of the Pajaro River Basin (Plate 1), U.S. Army Corps of Engineers' "Interim Report for Flood Control, Pajaro River Basin, California and Appendices," dated June 1963.
- 307. "Project" means the acquisition, construction, maintenance, or operation of any flood control prevention facility authorized under the agreement and 28 not inconsistent with this act, including, but not limited to, the acquisition of any right-of-way and payment of incidental expenses. Participation in a project includes making payments or other contributions pursuant to any contract entered into with another governmental agency that requires the other governmental agency to perform work on a project.

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> PART 2. ORGANIZATION AND POWERS CHAPTER 1. MEMBERSHIP, BOUNDARIES, AND GENERAL **POWERS**

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- 401. (a) (1) Except as specified in paragraph (2), the local agencies within the Pajaro River Watershed listed in Section 401.5 shall enter into a joint powers agreement, pursuant to Article 1 (commencing with 10 Section 6500) of Chapter 5 of Division 7 of Title 1 of the Government Code, that is subject to this act.
- (2) The City of Watsonville may enter into the joint 13 powers agreement described in paragraph (1).
- (b) The membership, boundaries, purposes, and 15 governance of the authority shall be set forth in the 16 agreement. The agreement may be amended 17 accordance with the provisions of the agreement as 18 initially signed or subsequently amended by its members. 19 Neither the agreement, nor any amendments to 20 agreement, may conflict with this act.
- 401.5. (a) The authority shall include all of 21 22 following agencies having jurisdiction in any part of the 23 Pajaro River Watershed:
 - (1) Monterey County.
 - (2) San Benito County.
 - (3) Santa Clara County.
 - (4) Santa Cruz County.
- 28 (5) The Zone 7 Flood Control District.
- 29 (6) The Monterey County Water Resources Agency.
 - (7) The San Benito County Water District.
- 31 (8) The Santa Clara Valley Water District.
- (9) Other local agencies that are designated by the 32 33 authority in the agreement.
- 34 (b) It is the intent of the Legislature that one 35 representative of a geographic area within the Pajaro
- 36 River Watershed from each of the participating agencies,
- including county representatives who represent districts
- that include part of the Pajaro River Watershed, serve on
- the board.

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(c) Notwithstanding subdivision (b), the composition of the board of the authority shall be determined by the agreement.

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- 402. The authority may undertake flood prevention and control projects within the boundaries of the Pajaro River Watershed.
- 403. Notwithstanding the purposes specified in the agreement, the authority shall address the protection of 9 life, public and private property, agricultural crops, 10 watercourses, watersheds, environmental resources, and public highways within its boundaries from damage from 12 flood and storm waters. In addition, to the maximum 13 extent economically feasible and consistent with its flood 14 protection and flood management requirements 15 with state and federal agreements, the authority shall 16 carry out its responsibilities in ways which provide for the 17 optimum protection of the natural environment. especially riparian habitat and natural stream channels suitable for native plant and wildlife habitat and public 20 recreation. Nothing in this act is intended to amend, alter the provisions 21 modify. of the California or 22 Environmental Quality Act (Division 13 (commencing with Section 21000) of the Public Resources Code) or any other state or federal laws whose purpose is to protect and 25 preserve the natural environment.
- 404. The authority, in furtherance of the purposes set 27 out in Section 403, may apply for state and federal flood control funding.
- The authority may assess each member agency 405. 30 sufficient to fund administrative associated with the operation of the authority, including, but not limited to, the costs of meeting notices, agendas, and other administrative functions.
- 34 The powers conferred by this act are in addition 35 to the powers of the local agencies, and in no way regulate, usurp, or otherwise abridge the powers of those agencies. However, the local agencies within the Pajaro 37 River Watershed shall notify all other local agencies in that watershed and the authority prior to undertaking flood control projects within the Pajaro River Watershed.

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PART 3. FINANCIAL PROVISIONS

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CHAPTER 1. GENERAL FINANCIAL PROVISIONS

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501. The authority may, in any year, levy assessments, reassessments, or special taxes and issue bonds to finance projects in accordance with, and pursuant to, Improvement Act of 1911 (Division 7 (commencing with Section 5000) of the Streets and Highways Code), the Bond of 1915 (Division 10 Improvement Act (commencing with Section 8500) of the Streets and 12 Highways Code), the Municipal Improvement Act of 1913 (Division 12 (commencing with Section 10000) of 14 the Streets and Highways Code), the Benefit Assessment 15 Act of 1982 (Chapter 6.4 (commencing with Section 16 54703) of Part 1 of Division 2 of Title 5 of the Government 17 Code), the Integrated Financing District Act (Chapter 18 1.5 (commencing with Section 53175) of Division 2 of of the Government Code), the Mello-Roos 20 Community **Facilities** Act of 1982 (Chapter (commencing with Section 53311) of Part 1 of Division 2 22 of Title 5 of the Government Code), and the Marks-Roos 23 Local Bond Pooling Act of 1985 (Article 4 (commencing 24 with Section 6584) of Chapter 5 of Division 7 of Title 1 of 25 the Government Code).

502. Notwithstanding the provisions 27 assessment act which the authority is authorized to use, any assessment diagram which any of those acts requires to be prepared prior to final approval of the authority need show only the boundaries of any assessment zones within the authority. The diagram may refer to the county assessor's maps and records for a detailed description of each lot or parcel.

503. (a) Notwithstanding any other provision of law, 35 the authority may levy and collect assessments and 36 reassessments in the same manner as provided in Article 3 (commencing with Section 51320) of Chapter 2 of Part 38 7 of Division 15 of the Water Code, for any or all of the 39 following purposes:

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(1) For the operation and maintenance of projects of 2 the authority.

- (2) For the satisfaction of liabilities arising from projects of the authority.
 - (3) For the administration costs of the authority.

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- (4) To accumulate a fund that may be used to advance the cost of projects of the authority. However, the advances shall be repaid, with interest as determined by the board, from assessments, reassessments, special taxes, or fees charged by the authority pursuant to this act.
- (b) For purposes of this section, the board shall perform all the functions assigned by Article 13 (commencing with Section 51320) of Chapter 2 of Part 7 14 of Division 15 of the Water Code to the board of supervisors or the board of trustees.
 - (c) For purposes of this section, the board may order the creation of a separate assessment roll to pay the allowable expenses of any single project or any group or system of projects.
 - (d) (1) Except as otherwise provided in paragraph (2), to the extent practicable, the board shall expend assessment revenues on projects within the boundaries of any local agency within which those revenues were collected, and a statement to this effect shall be set forth in the agreement.
- (2) Assessment revenues may be expended projects outside the boundaries of the local agency within which the revenues were collected if all of the members 29 of the board that represent the local agency consent to 30 that expenditure.
- (e) An assessment, reassessment, or special tax may be 32 imposed throughout the entire area of the authority, or within a portion of the area of the authority that may, but 34 is not required to, include more than one county. No assessment, reassessment, or special tax of the authority 36 may be imposed in any portion of a single county unless the following conditions have been met:
- 38 (1) The board of supervisors of the county, and, if the assessment, reassessment, or special tax is to be imposed in Santa Clara County, the board of directors of the Santa

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Clara Valley Water District, is a signatory to the agreement and has adopted a written resolution authorizes the imposition of the assessment, reassessment, or special tax.

- (2) The imposition of the assessment, reassessment, or special tax is in accordance with Articles XIII C and 6 XIII D of the California Constitution.
- 504. Notwithstanding any other provision of law, Division 4 (commencing with Section 2800) of the Streets 10 and Highways Code does not apply to any assessment levied by the authority.
- 505. (a) Notwithstanding any other provision of law, 13 all assessments, reassessments, and special taxes levied by 14 the authority may be collected together with, and not separately from, taxes for county purposes. Any county 16 which is a member of the authority may collect, at the request of the authority, all assessments, reassessments, 18 and special taxes levied by the authority and shall deposit 19 those revenues with the trustee appointed pursuant to 20 Section 801 to the credit of the authority.
- (b) Each county may require that the amount to be collected be increased to include a proportionate amount of the county's reasonable collection and administrative 24 costs, not to exceed ten dollars (\$10) per installment for 25 each lot or parcel, as reimbursement for expenses 26 incurred by the county in collecting the assessment, reassessment, or special tax, if that action is in accordance with Articles XIII C and XIII D of the California Constitution.
- 506. Notwithstanding any other provision of law, any assessment or reassessment levied pursuant to this act shall be apportioned on a reasonable basis, as determined by the board, which may be based on land use category, 34 proportionate storm water runoff, relative hazard of 35 flooding, or infrastructure protection.
- 507. Notwithstanding any other provision of law, the 37 board may include within the authority's annual budget a general unappropriated reserve fund not to exceed 25 percent of the total appropriations included in authority's budget, exclusive of all items for bond interest

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and redemption, and the general appropriated reserve. reserve fund may be used for emergencies, replacements, or other lawful purposes of the authority.

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CHAPTER 2. SPECIAL CAPITAL ASSESSMENTS

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Article 1. Formation of Districts

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- 601. (a) As an alternative or in addition to any other power available to the authority, the authority may, in any year, levy and collect assessments and sell bonds pursuant to this chapter for any project, if that action is 13 in accordance with Articles XIII C and XIII D of the 14 California Constitution. These assessments shall be levied 15 within any zone determined by the board to particularly 16 benefit from a given project. Assessment areas may overlap.
- (b) Subdivisions (d), (e), and (f) of Section 503 apply 19 to any assessment imposed for the purposes of this act.
 - 602. Before undertaking any assessment pursuant to this chapter, the authority shall adopt a resolution declaring its intention to do so, briefly describing the proposed project, specifying the exterior boundaries of the area to be assessed, and providing for the issuance of bonds, if any. The resolution shall briefly describe any contract with existing or intended any other governmental in financing agency to share performance of the work on the project. The resolution shall also direct an officer of the authority to prepare a report pursuant to Section 603.
 - 603. The report shall include all of the following:
 - (a) A general description of the project.
- (b) A name for the proposed assessment zone, which 34 may be in the form "Pajaro River Watershed Flood Prevention Assessment Zone Number ."
 - (c) An estimate of the cost of the project. If part of the cost is expected to be paid from contributions from other include governmental agencies, the report shall estimate of the expected total amount of contributions.

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- (d) A plan for financing the project, including a brief description of the principal amount and maturities of any proposed bonds, and of any reserve or other special funds required. The plan shall include estimates of the annual revenue needed to pay debt service on bonds and to pay any other expenses arising in conjunction with the project, including any amounts needed to replenish reserve or other special funds.
- specification of method for a annually 10 apportioning the estimated annual costs of the project among the parcels in the area to be assessed, and a method for determining the rate of assessment. The 12 13 apportionment shall be in proportion to the benefit 14 received by each parcel, as determined pursuant to 15 Section 506. The specification shall be in sufficient detail allow any property owner within the district to determine the annual amount that he or she would have 18 to pay.
- 604. When the report is filed with the authority, the 20 board may at a public meeting, tentatively approve the report and schedule a hearing on it not earlier than 30 days and not later than 90 days after the date on which the 23 report is tentatively approved. The hearing may 24 continued for a period not to exceed six months. Notice 25 of the hearing shall be published pursuant to Section 6066 26 of the Government Code in a newspaper of general circulation in the area proposed to be assessed, and the 28 first publication shall occur not later than 20 days before the date of the hearing. The notice to be published shall 30 be entitled "Notice of Flood Prevention Assessment Hearing" and shall include all of the following:
 - (a) The time and place of the hearing on the proposed assessments and bonds.
- 34 (b) A general description of the proposed project and 35 the area proposed to be assessed.
- 36 (c) A statement that the authority is considering 37 levying annual assessments on lots or parcels of property within the area of the proposed zone to pay for the project.

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(d) A statement, if applicable, that the authority is considering issuing bonds to finance the local share of the cost of the proposed project.

- (e) The name and telephone number of an employee of the authority from whom a copy of the report can be obtained and who can answer questions concerning the project and the hearing. The authority may charge the reasonable costs of reproduction for copies of the report, and shall make copies available for free public inspection 10 at one or more public places within the area proposed to be assessed.
- 606. Upon voter approval in accordance with Articles 13 XIII C and XIII D of the California Constitution, if the 14 board determines to hold an election, and if the board determines to proceed with the levy and collection of assessments and, if applicable, the sale of bonds, it shall adopt a resolution confirming the report, as modified, and ordering the levy of the assessments and, if applicable, the sale of bonds.
 - 607. (a) Upon adopting a resolution pursuant Section 606, the authority shall record a notice assessment whereupon the assessment shall attach as a lien on the property assessed.
- (b) From the date of the recordation of the notice of 25 assessment, each special assessment levied under this chapter is a lien on the land on which it is levied. This lien is paramount to all other liens, except prior assessments and taxation. Unless sooner discharged, the lien continues for 10 years from the date of the recordation or, if bonds are issued to represent the assessment, until four years after the date on which the last installment on the bonds or the last principal coupon attached to the bonds is due. All persons have constructive notice of this lien from the date of the recordation.

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Article 2. Levy and Collection of Assessments

701. The validity of any assessment levied or bond issued under this chapter shall not be contested in any action or proceeding unless the action or proceeding is **AB 1986 — 14 —**

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commenced within 30 days one year after the assessment is levied pursuant to Section 606. Any appeal from a final judgment in such an action or proceeding shall be perfected within 30 days after the entry of judgment.

702. An action to determine the validity of any assessment or bonds pursuant to this chapter may be brought pursuant to Chapter 9 (commencing with Section 860) of Title 10 of Part 2 of the Code of Civil Procedure. In any such action, all findings of fact or 10 conclusions of the board upon all matters shall be conclusive unless the action was instituted within 30 days after the findings or conclusions were made.

703. After one or more zones have been created by 14 the authority for the purpose of imposing assessments pursuant to this chapter, the board may, by resolution, 16 provide for the levy of the assessments using the method for apportioning the assessment and for setting the rate of the assessment as set out in the report confirmed pursuant to Section 606. The clerk of the authority shall file a list of all parcels subject to assessments levied pursuant to this chapter and the amount of the assessment 22 or assessments levied against each parcel, with the county auditor on or before August 10 of each tax year. The assessments shall be collected in the same manner as ordinary property taxes are collected and shall be subject to the same penalties and the same procedure and sale in case of delinquency as provided for ad valorem taxes.

- 704. (a) In the event of nonpayment assessment levied pursuant to this chapter, and not later than four years after the due date of the last installment of principal, as a cumulative remedy, the amount when due and delinquent may, by order of the board, be collected pursuant to an action brought in the superior court to foreclose the lien.
- (b) The lien of an assessment levied pursuant to this 36 chapter on tax-deeded land may be foreclosed in the same manner as the foreclosure of other real property. The action shall be brought in the name of the authority.
- 39 (c) The costs of the action shall be fixed and allowed by the court and shall include reasonable attorney's fees,

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interest, penalties, and other charges and advances as provided by this chapter. The costs shall be included in the judgment. The amount of penalties, costs, and interest due shall be calculated up to the date of judgment.

- (d) The court may adjudge and decree a lien against the lot or parcel of land covered by the assessment for the amount of the judgment and may order the premises to be sold on execution as in the sale of other real estate by 10 the process of the court, with the same rights of redemption.
- (e) The board may, by resolution adopted prior to the 13 issuance of bonds, covenant for the benefit 14 bondholders to commence and diligently prosecute to completion any foreclosure action regarding delinquent 16 installments of any assessments or reassessments that secure the bonds that are to be issued, or to employ a trustee to do so on behalf of the bondholders.

Article 3. Bonds

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- 801. The board may sell bonds or notes of the authority to finance projects as set out in the report confirmed pursuant to Section 606. The board shall authorize the issuance of bonds by adoption of a resolution which provides for all of the following:
- and (a) The denominations, form, registration provisions of the bonds.
 - (b) The manner of execution of the sale of the bonds.
 - (c) The par amount of the bonds to be sold.
- (d) The appointment of one or more banks or trust companies within the state having the necessary trust powers as trustee, fiscal agent, paying agent, or bond registrar.
- (e) The execution of a document or indenture 36 securing the bonds.
- (f) The pledge or assignment of the designated 38 assessment revenues to the repayment of the bonds.
 - (g) The interest rate to be borne by the bonds.

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(h) Any other terms and conditions determined to be necessary by the board.

802. The bonds shall be signed by the chairperson of the board, and countersigned by the trustee. The bonds may be authenticated by a paying agent selected by the board, and the signatures of the chairperson and trustee may be facsimile signatures. If any officer whose signature appears on the bonds ceases to be an officer at any time, the signature shall nevertheless be valid and sufficient for all purposes. 10

803. The board may sell bonds pursuant to this chapter at public or private sale at not less than 95 percent of par value. The proceeds of the sale of the bonds shall be placed on deposit with the trustee to the credit of the authority and the issuing assessment district, and the 16 proper records of the transaction shall be placed upon the books of the authority. The bond proceeds shall be used 18 exclusively to finance or refinance projects and to pay incidental expenses pursuant to the report confirmed pursuant to Section 606.

804. The board may include in the 22 principal amount of the bonds to be issued an amount for a reserve fund for the payment of the bonds. The amount to be included for the reserve fund shall not exceed the amount permitted by law. The reserve fund and all interest earned on it shall either be used for the payment of debt service on the bonds, if there is a deficiency, and then only to the extent of the deficiency, or the funds may be transferred to the redemption fund for the bonds for 30 final retirement advance of the bonds. Notwithstanding any provision of this section, the amount and disposition of the reserve fund may conform to the provisions the Internal Revenue Code the of 34 regulations of the United States Department of the Treasury.

36 805. Any bonds or notes issued pursuant to this chapter may be refunded when and to 37 the extent necessary as determined by the board. 38

39 2. Notwithstanding Section 17610 Government Code, if the Commission on State Mandates —17 — AB 1986

determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code. If the statewide cost of the claim for reimbursement does not exceed one million dollars (\$1,000,000), reimbursement shall be made from the State Mandates Claims Fund.

Notwithstanding Section 17580 of the Government

9 Notwithstanding Section 17580 of the Government 10 Code, unless otherwise specified, the provisions of this act 11 shall become operative on the same date that the act 12 takes effect pursuant to the California Constitution.